Before the

FEDERAL COMMUNICATIONS COMMISSION
Washington, D.C. 20554 DOCKET FILE COPY ORIGINAL

In the Matter of	
Implementation of Sections 3(n) and 332 of the Communications Act) GN Docket No. 93-252
Regulatory Treatment of Mobile Services)
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To: The Commission	JUL 1 1 1994
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REPLY COMMENTS

FEDERAL COMMUNICATIONS COMMISSION OFFICE OF GECRETARY

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SUMMARY

The public interest neither demands nor supports such a proposal and the Commission should wholly reject Nextel's proposal as another self-serving attempt to gain greater advantages within the marketplace. Nextel has a wealth of channels authorized for its vaunted use. Applying the Commission's normal loading standards, Nextel's claim of 5,000 ESMR users merely gives numerical credence to the notion that Nextel's business thus far has been the creation of frequency warehouses in the Country's major markets. That loading figure would justify no more than 72 channels for an analog operator, yet within Los Angeles there are many, many more channels authorized for Nextel's use.

it appears that the Commission was either misled, wrong or simply misinterpreted Nextel's request for waiver. Nextel now claims that it requires what the Commission earlier determined was not needed. Confronted with this miscalculation by Nextel, the Commission has little flexibility to assist Nextel, other than allowing Nextel to deal with the problem as an internal matter, rather than one which requires a rule making proceeding.

Nextel has not even come close to offering just compensation for the concessions it seeks. The Commission may consider the costs which would be paid by Nextel and the terms under which such action might be taken, were this an arms length negotiation, rather than a rule making proceeding. Even Nextel's offer to pay the cost of changing out equipment is illusory. One must presume that the offer does not extend far beyond the cost of new hardware or crystals. The Commission should, then, see the Nextel plan for what it is, a brazen request for special consideration carrying a daunting cost to millions of persons who will receive absolutely no benefit.

The Commission knows that the number of persons to be adversely affected by grant of Nextel's request far outnumber, by multiples of tens, the number which might benefit. The Commission knows that Nextel's proposed service will provide no greater service than that to be provided by PCS or even that following the conversion of cellular service to digital operation. It is clear, therefore, that Nextel has failed dismally to demonstrate that its request would be in the public interest. In fact, Nextel's arguments demonstrate that it is far less concerned with the public interest than in its own private interest.

Grant of this proposal would be favoritism, to assist one telecommunications operator above and beyond the wishes of the rest of the industry and at an extreme cost to that industry. Nextel's failure to design and operate its system in accord with sound engineering practices should be of no more concern to the Commission than the success or failure of each individual mom and pop system.

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IMPLEMENTATION OF SECTIONS 3(N))	GN DOCKET No. 93-252
AND 332 OF THE COMMUNICATIONS ACT)	
Regulatory Treatment of Mobile Services	j –	

To: The Commission

REPLY COMMENTS

Thomas Luczak (Luczak) hereby submits comments in reply within the above captioned proceeding. Luczak is an operator of an analog SMR system within the State of California and within one of Nextel Communications, Inc.'s (Nextel) prime ESMR market areas, the greater Los Angeles area. Accordingly, Luczak's interest in the outcome of this proceeding and his ability to make meaningful comment are established.

Luczak's hereby opposes the proposals lofted by Nextel within this proceeding and as counterproductive to the operation and growth of analog SMR operators' systems and as wholly unjustified. The public interest neither demands nor supports such a proposal and the Commission should wholly reject Nextel's proposal as another self-serving attempt to gain greater advantages within the marketplace.

Nextel's Earlier Waiver

Not content with its earlier granted waiver which allowed it to avoid loading and construction deadlines, providing one of the greatest competitive advantages ever bestowed on a single entity, Nextel has lumbered back to the well, again seeking to slake its gargantuan thirst.

Perhaps the most surprising element of Nextel's proposal is that it no longer considers itself to be an SMR. Now, to believe Nextel, it has metamorphosed into something else. It is a paging/cellular/digital/mobile data/slam-bang All American thingamajig. And whatever it is or might become theoretically will compete directly with cellular and PCS operators. That is, if it can just have a few moments of the Commission's time to weave another tale of bright lights and buzzing megahertz that await on the horizon, as soon as it can get those pesky, smaller SMR operators out of its hair.¹

If the foregoing sounds a bit harsh or flip, it is a logical reaction to Nextel's attempt to gain more than logic and law allows. Within the Los Angeles area, there has long been persons on waiting lists hoping against all hope or reason that an SMR channel might become available to assist them in continuing the growth of their businesses. With

Despite the obviously pejorative nature of Nextel's opinion of analog SMR operations, Nextel should take note that analog SMR operators serve more subscribers at cost-effective pricing, to an every increasing market share, than Nextel presently enjoys for its ESMR service. Accordingly, it appears that the public prefers what it has to what Nextel might be promising.

burgeoning loading and "busy" outs being the rule on many systems, there is now little relief in sight to keep up with channel demand. Yet, amid all of the scratching and digging for additional spectrum by analog SMR operators calmly sits Nextel, clutching its waiver.

Nextel has a wealth of channels authorized for its vaunted use. More than any analog operator might dream of or hope ever to acquire. Some, admittedly, were purchased from existing analog operators at what must be presumed to have been fair market value. Others were snatched up in bunches, following a flow of Nextel's applications for a dozen here and twenty there. In more cases than not, Nextel is an absentee owner of its spectrum, having failed to construct the bulk of the channels for which it is authorized, allowing that spectrum to lie fallow until it could find the investors to finance its hubris. Were an analog SMR operator to attempt what Nextel sees as "standard operating practice" the Commission would fine that operator into bankruptcy for failing to provide service to the public. But Nextel has its free pass.

Applying the Commission's normal loading standards, Nextel's claim of 5,000 ESMR users merely gives numerical credence to the notion that Nextel's business thus far has been the creation of frequency warehouses in the Country's major markets. That loading figure would justify no more than 72 channels for an analog operator, yet within Los Angeles there are many, many more channels authorized for Nextel's use. It may be noted that these paltry loading figures are the sum total of Nextel's success in serving the

public following the three years since grant of Nextel's waiver.² The Commission may also note that there are analog operators within the Los Angeles area serving more members of the public on fewer than 70 channels.

So, if as it appears Nextel has not spent the last three years building a viable system which will serve the millions of customers it claims are anxiously awaiting ESMR service, what then has Nextel been up to? According to its comments, it has been financing the development of the radio art to deliver the service which it promised within its request for waiver. But this statement cannot be true.

The Commission determined in its Memorandum Opinion and Order (MO&O), granting Nextel's nee Fleet Call, Inc.'s waiver that Nextel's claims and promises did not require any reallocation of spectrum. In effect, Nextel's system could deliver its services without the need to provide it additional protection from new or existing analog SMR operations. The existing protections of channel exclusivity for trunked operations would be sufficient. However, in accord with Nextel's latest comments, it appears that the Commission was either misled, wrong or simply misinterpreted Nextel's request for

² Luczak recognizes that the majority of Nextel's customers continue to receive analog SMR dispatch services. However, since Nextel bases its comments on the level of services it presently provides for its ESMR customers, it is appropriate that all evaluation of Nextel's comments be based on that number as it applies to Nextel's demand for greater privilege. Nextel already possesses all necessary authority to continue to provide analog dispatch services.

waiver. Nextel now claims that it requires what the Commission earlier determined was not needed.

Luczak respectfully suggests that the Commission was accurately interpreting Nextel's request for waiver in its MO&O. A review of the record would undoubtedly show that Nextel's request never included a proposal to reallocate spectrum or create exclusive territories within MTAs. Yet, Nextel now pleads for such concessions to enable its fledgling system to work. It, therefore, appears that the system that Nextel claims to have introduced to the market is not the same as the one which it claimed it would bring forth pursuant to its request for waiver -- or that Nextel grossly miscalculated its needs in its prior request.

Confronted with this miscalculation by Nextel, the Commission has little flexibility to assist Nextel, other than allowing Nextel to deal with the problem as an internal matter, rather than one which requires a rule making proceeding. To do otherwise would provide Nextel with assistance which is not claimed to be needed by any other ESMR operator, not desired by potentially adversely affected analog SMR operators, and cannot be legally or economically justified. In sum, Nextel has requested far too much in its proposal and its request will provide no benefit to other operators or their millions of subscribers.

Nextel Would Give Nothing

If the Commission reviews carefully Nextel's proposal, the Commission will determine that Nextel's offer is extremely one-sided. It would ask that the Commission, in effect, create monopoly control of ESMR operation in many major markets and the cost to the new monopoly would be little more than a pocket full of crystals. Nextel has not even come close to offering just compensation for the concessions it seeks.

The Commission may consider the following costs which would be paid by Nextel and the terms under which such action might be taken, were this an arms length negotiation, rather than a rule making proceeding.

- 1. Nextel would need to pay to retune all equipment and replace all equipment which was not capable of being retuned.
- 2. Nextel would pay for any loss of service from all affected repeaters, including loss of revenue from subscribers.
- 3. Nextel would pay subscribers for all loss of time and resources expended in participating in any frequency exchange.
- 4. Nextel would pay for all loss of efficiency within systems employing combiners where the new frequency separation following the exchange might adversely affect operations.
- 5. Nextel would pay the Commission for <u>all</u> personnel time expended in analyzing the hundreds or thousands of licenses which would be involved in any frequency exchange or creation of exclusive territories.
- 6. Nextel would pay for all legal costs in making new applications to the Commission for any and all modifications in authority to record frequency changes.
- 7. Nextel would pay for all legal costs arising out of renegotiation of site lease agreements, which often are frequency specific, including any

increases in rental charges arising out of such negotiations; or any loss of site leases arising out of same.

- 8. Nextel would pay to perform intermodulation studies at all locations where frequency exchanges might occur, to determine whether the replacement would cause harmful interference to existing operators and users.
- 9. Nextel would pay for all loss of business or reputation to business arising out of any adverse customer confidence resulting from a recall of equipment.
- 10. Nextel would pay all costs arising out of the printing of new service contracts in those instances where the contracts list the frequency upon which the system operates.
- 11. Nextel would compensate all persons who can demonstrate any loss arising out of substantive changes in short-space agreements, management contracts, options, letters of intent for sale, contracts for sale, modification to pending applications for assignment, and all other matters which rely on the continued authority to operate on identified and defined frequencies.

The above list is far from complete. There are many other costs that will arise from grant of Nextel's proposal and <u>none</u> are truly part of Nextel's offer. Even Nextel's offer to pay the cost of changing out equipment is illusory. One must presume that the offer does not extend far beyond the cost of new hardware or crystals. Some small amount of labor costs are also assumed.³ But that amount will not approach the enormous costs which an operator will absorb if forced to accommodate Nextel's plan.

³ It is doubtful that Nextel would actually perform the change of frequency within subscriber equipment and any offer to do so should be rejected. Nextel competes directly with SMR operators who are not likely to want to identify each of their subscribers to a well financed competitor.

The Commission should, then, see the Nextel plan for what it is, a brazen request for special consideration carrying a daunting cost to millions of persons who will receive absolutely no benefit. In fact, Nextel's only true offer in exchange for grant of its proposal is to bring its service to the public. The Commission already received that promise three years ago when it granted Nextel's waiver. The Commission and the public should not be made to pay twice for the same goods.

The Equities Are Clearly Against Grant

Nextel claims that it serves 5,000 ESMR customers. The Commission knows that the number of persons to be adversely affected by grant of Nextel's request far outnumber, by multiples of tens, the number which might benefit. Nextel claims that its service is so new and wonderful that it deserves this consideration. The Commission knows that Nextel's proposed service will provide no greater service than that to be provided by PCS or even that following the conversion of cellular service to digital operation. Nextel states, in effect, that its great investment in ESMR justifies this additional consideration. However, the Commission knows that it has no obligation to protect the investments of telecommunications entities and that each are to be allowed an opportunity to succeed or fail on its own merits. Accordingly, none of Nextel's excuses arise to the level of logical or legal justification for its proposal.

It is clear, therefore, that Nextel has failed dismally to demonstrate that its request would be in the public interest. In fact, Nextel's arguments demonstrate that it is far less

concerned with the public interest than in its own private interest. Its private interest served as a basis for its request for waiver of the Commission's Rules, but such self-serving bases do not begin to approach the evidentiary showing necessary to justify the disruption of a mature industry.

Nor should the Commission be placed in a position which might appear to make it the tool of a single company. Nextel's proposal has not been supported by any other entity up until now. Grant of this proposal would be favoritism, to assist one telecommunications operator above and beyond the wishes of the rest of the industry and at an extreme cost to that industry. Although Luczak is certain that no such special treatment has been considered by the Commission and none will be offered, the appearance of such action becomes of paramount importance to an agency which relies heavily on the cooperation of the regulated industry.

It is not clear whether Nextel's proposal is motivated by desperation, hubris, arrogance or ignorance, or a combination thereof. It could well be that Nextel's system is so fraught with technical problems that it cannot hope to operate efficiently or even close to the level which it has promised for the last three years during the building of its empire.⁴ More's the pity. But Nextel's failure to design and operate its system in accord

⁴ That Nextel has failed to employ a digital receiver which is invulnerable to adjacent channel interference does not create ample justification for industry-wide accommodation for its error.

with sound engineering practices should be of no more concern to the Commission than the success or failure of each individual mom and pop system.

Companies come and go in accord with their management's ability to read the needs of the market and to timely provide a sound product to meet those needs. America has grown and prospered following the passing from the stage of RKO General's broadcast properties, Graphic Scanning Corporation, and soon Sigma Telecommunications, Inc. If it is Nextel's fate that it too pass from this mortal coil, then the Country and the telecommunications industry will note its passing and continue on, still vibrant and dynamic. That is the nature of business. And nothing which the Commission might do should upset or intrude upon the nature of that business.

It is, therefore, clear that Nextel lacks any justification for its proposal. It has already received a significant advantage in the grant of its waiver and, by its admissions, it squandered that opportunity. But like a parent must be firm to avoid spoiling a child, the Commission must resist Nextel's latest demands, to avoid the creation of a pet -- with an appetite which might devour the integrity of the Commission itself.

Conclusion

For the foregoing reasons, Luczak hereby respectfully requests that the Commission deny Nextel's proposals and wish Nextel well in its future attempts to get its system on line.

Respectfully submitted, THOMAS LUCZAK

By

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Dated: July 11, 1994

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